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ABSTRACT

Following issuance of an administrative policy statement detailing procedures for establishing long-term institutional relationships, the National Institute of Education (NIE) formally requested the Appalachia Educational Laboratory (AEL) to conduct a regionwide assessment of educational needs. Four major events are associated with the implementation of the plan of operation for the Needs Assessment (NA) Project: (1) conducting state conferences to identify educational needs; (2) determining the validity of the lists of educational needs; (3) developing state R&D service agendas through meetings with State Education Agency personnel and (4) developing AEL's long-term programmatic R&D agenda. The document offers a variety of appendices showing legislative results on education-related legislation. Also shown are tables analyzing newspaper coverage of issues the schools deal with. The content analysis of newspaper articles indicated that school finance/funding and fiscal concerns related to higher education (i.e., tuition increases) were the "hot" topics. Political action, busing, and desegregation topics were also frequently presented. House and Senate bills are listed as vetoed or initiated into law. (Author/CE)

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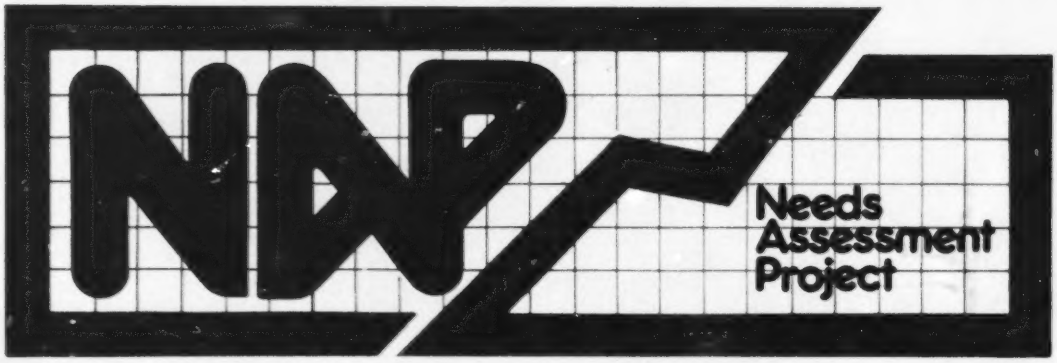

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Needs Assessment Project

Content Analysis of Legislative Activities and Newspaper Articles

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Appalachia Educational Laboratory

Charleston, West Virginia 25325

NEEDS ASSESSMENT PROJECT

CONTENT ANALYSIS
OF
LEGISLATIVE ACTIVITIES AND NEWSPAPER ARTICLES

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J. E. S.

C. P.

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Needs Assessment Rationale

Following issuance of an administrative policy statement detailing procedures for establishing long-term institutional relationships, the National Institute of Education (NIE) formally requested the Appalachia Educational Laboratory (AEL) to enter into such a relationship. However, one of the special conditions of the request was that AEL develop effective ways of determining the educational needs of its region's varied population. Thus, as part of the FY 80 contractual agreement between the two agencies, NIE formally funded AEL to conduct a regionwide assessment of educational needs.

Needs Assessment Design

The first step in the Needs Assessment (NA) Project was to develop a plan of operation or design. The design could not be static, but instead had to be part of a long-term dynamic process of setting AEL goals and directions. It had to be comprehensive (involving inputs from a wide array of regional constituencies), implemented in an efficient and valid manner, and acceptable to both NIE personnel and AEL's Executive Board. A design was prepared, submitted for review to various groups (e.g., AEL staff, NIE, other R & D centers, state education officials) and revised accordingly.

Design Implementation

There were four major events associated with the implementation of the design: conducting state conferences to identify educational needs, determining the validity of the lists of educational needs, developing state R & D service agendas through meetings with State Education Agency

(SEA) personnel, and developing AEL's long-term programmatic R & D agenda. These major events and concomitant activities are presented below.

State Conferences

The participants at each conference represented a cross-section of groups that were concerned with or involved in the educational process. Appropriate educational organizations (e.g., state teacher education associations, parent-teacher associations, state school board associations) were asked to nominate personnel to represent the various input groups. Similarly, contact was made with non-educational and equity organizations (e.g., Chamber of Commerce, National Association for the Advancement of Colored People, Administration of Aging) for identification of potential participants at each conference. Selection criteria included (but were not limited to) a nonurban background, a positive attitude toward ruralism and Appalachia, and a knowledge of education. Participants were then randomly selected from the lists of potential participants. In each AEL member state a conference was then convened whereby the selected participants developed a list of educational needs that were deemed important within the state. The list was generated using a set of procedures developed by Dr. John Nagle. The set of procedures used at the conferences involved participants (in groups) in generating and using two kinds of information: designative information (D) about the "what is" state of something, and comparable appraisive information (A) about "what is preferred." A third kind of information, prescriptive information (P) that suggests what to do when discrepancies can be identified between D and A, was not generated or used by conference participants.

The final product of each state conference was a list of educational needs. This list, developed through group discussions, also reflected the degree of consensus achieved among the participating conference members through the use of a rating scale.

Validation Process

In order that the current laboratory strengths not be ignored, it was imperative that the legitimacy of current R & D divisional activities--based on previously conducted needs assessments and well-documented capabilities in several nationally visible and important programmatic areas--be established. Hence, divisional staff prepared 39 statements of needs that they had identified in their program work. These statements were formatted similarly to those that were prepared at the state conferences.

To determine the validity of the needs generated at each of the state NA conferences and by the AEL R & D Divisions, a validation study was conducted. After state conference participants had been chosen from the lists of names submitted by the groups, five individuals per participant (names, addresses and telephone numbers) not selected from each of the groups were requested to participate in the validation study.

AEL NA generated a validation procedure and appropriate instructions. The rating procedure was almost identical to that used at the conferences. The materials (with instructions) were distributed to the individuals who had agreed to serve as validators. Validators were required to validate only needs generated at the conference in the state where they reside, and the AEL generated needs. While validators were informed that the needs they were to validate came from the two sources

(state conference and AEL), the validators were not told which needs were from what particular source.

State R & D Agendas

In order that AEL positively respond to its role of dealing with the community of educational practitioners, meetings were held with each Chief State School Officer (CSSO), appropriate SEA personnel, and the AEL caucus (in-state Board members) to discuss the validated list of their state's needs and other state-related needs data.

Procedures for conducting these meetings also provided guidelines for translating the validated educational needs into needs that were amenable to an R & D solution. From these meetings emerged state agendas of R & D needs.

AEL R & D Agenda

The first major activity associated with the development of AEL's long-term programmatic R & D agenda was the generation of state and division need statements (see preceding sections). The second major activity was the identification and preparation of commissioned and division papers. The third major activity involved the establishment and utilization of a Steering Committee (SC) to guide and direct long-term programmatic R & D activity.

Commissioned papers. Although the original NA design indicated that these commissioned papers would help to establish AEL's long-term programmatic R & D agenda, it was felt that the papers would serve AEL best if they were written on R & D areas in which the Laboratory was definitely planning to work.

Division papers. Division papers were prepared by AEL divisional staff with additional external assistance as needed. The Career Guidance paper dealt with the role of educational institutions and other agencies in assisting individuals to develop the knowledge and skills important for their career development. The Childhood and Parenting paper focused on research and development pertaining to the parenting practices of families in the Appalachian Region, as these practices related to (1) young children's development and educational progress through the early school years, and (2) preparation for parenthood.

Steering Committee. In order that AEL positively respond to its role of dealing with the R & D community, a Steering Committee (SC) was established to provide guidance and direction in the determination of long-term programmatic R & D activities. This committee was comprised of the AEL Executive Board's Planning and Development Committee, and a rural sociologist who had an understanding/knowledge of education, R & D, and Appalachia. The SC met several times in the process of preparing alternate long-term R & D agendas. Input was reviewed, summary need statements (prepared by clustering the top quartiles of need statements) were discussed, and program precis were considered. After rating the alternate agenda prepared by the SC, AEL's Executive Board approved an agenda with thrusts in the areas of School/Family Relations, Career Development/Lifelong Learning, and Basic Skills.

Content Analysis Rationale

In order to continuously monitor the emerging educational needs of its member states--especially during the two years between the comprehensive regional needs assessments--AEL initiated a trial study in 1981 to assess the utility of performing content analyses of the education-related legislation and legislative trends in the member states. Furthermore, because many people have access to newspapers, AEL also monitored and content analyzed the education-related articles from circulation newspapers in the states.*

The trial was to determine the extent to which the outcomes of these two activities provided useful input to the FY 83 Regional Needs Assessment design and to the fine-tuning of the 1980 state-by-state R & D service agendas.

Methodology

Through interactions with members of the Educational Services Office Advisory Committee and the Needs Sensing Task Force, input was obtained as to the appropriate individuals to contact or strategies to use such that relevant legislative and news media activities could be determined. Because it was felt by the advisors that some data may not be readily available through non-state agency sources, it was decided that the states would be contacted, first in terms of legislative input and second in terms of news media coverage. Any information which could be supplied would be utilized in the analysis.

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*Although coverage was to include member states (i.e., AL, KY, OH, PA, TN, VA and WV), four non-member states (i.e., FL, GA, NC, SC) also volunteered to work on the activity.

Results

Of the 11 states involved in the legislative trends study, nine were able to supply information on education-related legislation. However, only two states were able to supply clippings from newspapers. It should be noted that private clipping services were prohibitively expensive, especially when the request was for clippings of all education-related articles instead of just one specific area (e.g., special education, career/vocational education, labor relations/strikes).

Legislation

Table 1 presents the summary information obtained from the nine states regarding legislative actions in the area of education. These data, based on a content analysis, are presented in categories that could be identified and named. (See Appendix A.)

From Table 1 and the detail data presented in Appendix A it can be seen that the legislatures in the state were relatively active in dealing with education-related legislation. All nine states dealt with issues related to taxation, finance, and funding. Tax credits/exemptions, budget reviews, payment of taxes, revenue sources, and purchasing were typical of the topics that were dealt with by the legislatures.

All nine states also dealt with personnel issues. Cost-of-living increases, teacher strikes and mediation/penalties, pension plans, salaries, sabbaticals, disability, and sick leave were some of the personnel topics addressed. Substitute teachers, planning periods, seniority rights, extra-curricular activities, and teacher-pupil ratios were also addressed.

Table 1

Education-Related Legislative Action

State	Action	Categories
1	31 Bills became law: 21 from House, 10 from Senate	Personnel, prayer, students, local districts, exceptional education, child care facilities, taxation, vocational education, higher education
2	57 Bills passed: 27 from House, 30 from Senate	Administration, administrative procedures, adult education, capital outlay, community colleges and postsecondary, compensatory education, curriculum, SEA, exceptional student, finance and taxation, deaf/blind school, food and health services, personnel, primary education, vocational education, transportation, writing skills
3	Legislature in session: 114 Bills initiated--46 still in House, 12 still in Senate, 28 reached second house for consideration, 27 became law, 1 vetoed	Taxation, employees, discipline/curriculum standards, SEA/BOE/superintendents, students/parents, teacher certification, higher education, teacher unions, health, special education, construction/property, vocational education, transportation, miscellaneous (school lunch, flag display)
4	161 Bills initiated: 68 in House, 62 in Senate, 21 in second house, 10 became law	Taxation, BOE/superintendent, students/parents, curriculum/standards, private schools, teachers/state employees, vocational education, federal funds, other funding sources, busing
5	209 Bills introduced: 104 died in House, 92 failed in Senate, 32 bills passed both houses, 9 became law	Construction and transportation, curriculum, governance, personnel, finance, tax reform, special education, school recodification, miscellaneous (energy, child abuse, church schools, sunset law)

Table 1 (continued)

State	Action	Categories
6	143 Bills introduced: 50 in House, 24 in Senate, 30 in both houses, 39 became law	Buses, curriculum, teacher education, school boards, competency, drugs, vocational education, pupil-teacher ratio, textbooks, gifted/talented, students private schools, administrators, school year, funding/taxation, personnel
7	44 Bills became law	Students, safety, handicapped, textbooks/materials, BOE/Superintendent, personnel, competency, vocational education, finance
8	103 Bills introduced: 29 in Senate, 74 in House, 41 passed	Budget, career education, community education, compulsory school attendance, drug paraphernalia, land useage, ethics education, family life education, freedom of information, gifted/talented, handicapped, health and physical education, immunizations, impact aid, proprietary schools, public education, religious freedom, reporting events, buses, quality standards, teachers, teacher centers, teacher advisory committees, textbooks, comprehensive youth employment
9	28 Bills introduced: 10 in House, 18 in Senate	Personnel, textbooks, higher education, handicapped, administrators, food program, school year, multicultural education, licensing, taxation

Eight of the nine states dealt with curriculum, standards, and competencies. Teacher exams, lifetime certification, diploma requirements, specific curriculum courses (e.g., black history, patriotism, firearms education, ancient history), basic skills, textbook adoptions, church school exemptions from curriculum requirements, and scientific creationism are characteristic of the many issues that were addressed.

Career/vocational education issues were addressed in seven of the states. Training boards, extensions of the cosmetology board function, school mergers, and program delays were all issues that were dealt with.

Governance/administration issues were also addressed in seven of the nine states. Membership of state Board of Education, authority of local boards, residency requirements for employment, grants to educational cooperatives and intermediate service agencies, replacement of superintendents, and liability are examples of the issues related to governance/administration.

In six of the nine states issues related to transportation were addressed. Boat buses, bus usage by handicapped persons, driver's age, busing for desegregation, speed limits near schools, and bus replacement after 15 years useage were typical of the concerns addressed.

Special education and exceptional education issues were also addressed in six of the nine states. Use of deaf language interpreters, definitions of special education status (specifically excluding socially maladjusted, functionally retarded, and pregnant students), teacher allocations (percentages) for gifted programs, minimum competency testing, and admission at blind/deaf school are examples of issues related to special/exceptional education.

There were many other topics/issues that were addressed by the nine legislatures. However, most of the issues were unique to each state and did not surface as a common topic of concern across the nine states. For example, English as the official language, drug paraphernalia, student immunization, access to juvenile records, sunset law, student hazing, free tuition to children of slain police officers, ROTC, nepotism, dog track profits, election of county superintendents, and vandalism are typical of the many unique issues that some of the legislatures considered and had to resolve.

News Articles

Table 2 presents the summary information obtained from the two states regarding education-related articles appearing in the large-circulation newspapers. The data, based on a content analysis, are presented by quartile-like clusters of the content.

From Table 2 it can be seen that although state 1 had only 1/2 the newspapers and time period of state 2 (i.e., 14 papers and 5 months versus 33 papers and 9 months, respectively), the number of articles reviewed were similar (951 versus 1,190, respectively). (See Appendix B for detailed breakouts.)

The top cluster in state 1, 29.2% of the articles reviewed, dealt with school finance. The articles discussed such issues as increases/decreases in state taxation impact on local programs, state tax structure, state education budget, local tax issues, state funding formula applied to local districts, taxpayers' revolts, and tuition tax credits.

Table 2

Education-Related Newspaper Articles

	State 1	State 2
Number of Articles Reviewed	951	1,190
Period of Review	5/14/81 - 10/14/81 (5 months)	1/5/81 - 10/8/81 (9 months)
Number of Newspapers Reviewed	14	33
Cluster 1		
Number of Articles	278	258
% of Total	29.2	21.7
Topical Areas	3	2
Cluster 2		
Number of Articles	200	344
% of Total	21.0	28.9
Topical Areas	3	4
Cluster 3		
Number of Articles	232	302
% of Total	24.4	25.4
Topical Areas	5	6
Cluster 4		
Number of Articles	241	286
% of Total	25.3	24.0
Topical Areas	21	20

The top cluster in state 2, 21.7% of the articles reviewed, dealt with higher education and teacher unions. In higher education the concerns focused on tuition hikes and student loans. While strikes by students and faculty occurred to protest the tuition hikes, the motivation was directed at the tuition hikes and not at rights. The teacher union articles, however, dealt with strikes, teachers' rights, and court battles.

The second cluster in state 1 dealt with political action, desegregation, and busing/school redistricting. This cluster, accounting for 21.0% of the articles reviewed, dealt with school board elections, lobbying efforts, desegregation in an embattled school system, and the proposed Constitutional Amendment to ban busing for purposes of desegregation.

In state 2 the second cluster, 28.9% of the articles reviewed, dealt with special education, taxation and funding, and school loans and audits. Special education was highly discussed because of the State Superintendent's efforts to revise the special education standards in the event that federal funds were placed into block grants. Because of deficits in local school budgets, several cities applied for loans to complete the school year. Mandated program audits were conducted in each district.

The third cluster in state 1, 24.4% of the articles reviewed, dealt with teacher unions, personnel policies, literacy/competency, federal tax cuts, and probes/fraud studies. The third cluster in state 2, 25.4% of the articles reviewed, dealt with political action, desegregation, impact of decreased federal funds, teacher education, vocational/career education, and public relations. Teacher education (53 articles) issues

primarily related to efforts by the state to encourage a fifth year of training for certification of teachers.

The fourth cluster in state 1 dealt with 21 different topic areas (25.3% of the articles). Examples of topics included drugs, private schools, discipline, affirmative action, and school hazards. The fourth cluster in state 2 dealt with 20 different topic areas (24.0% of the articles). Examples of topics included private schools, separation of church and state, student recognition, hazards/accidents, absenteeism/dropouts/violence, censorship, and vandalism.

Summary and Recommendations

As a mechanism for providing a continual update on the educational needs of the seven member-state region, content analyses of legislative activities and stories presented in newspaper articles were conducted.

The major legislative activities dealt with taxation/funding/finance and with personnel issues. Educational needs related to curriculum/standards/competencies surfaced as legislative concerns; these issues were also generated at the 1980 Needs Assessment conferences. However, the legislative curriculum/standards/competencies issues appear to require a political response as contrasted to an R & D response. Governance/administration and transportation issues were also addressed.

The content analysis of newspaper articles indicated that school finance/funding and fiscal concerns related to higher education (i.e., tuition increases) were the "hot" topics. Political action, busing, and desegregation topics were also frequently presented.

In summary, while all the topics dealt with by the state legislatures and the stories presented by the newspapers may be important (e.g., taxation/finance/funding), the specifics of the issues/concerns/topics do not appear to have a solution base in R & D. Because of the procedure utilized to obtain the information, indepth analyses were not possible. For example, while overall information about the various legislative bills was secured, copies of the actual bills that became law were not procured. Consequently, needs sensing activities for FY 82 should include indepth analyses of the new laws germane to education in an attempt to make generalizations about problem areas that have a direct impact on each state and that have an R & D amenable solution.

While many issues/topic areas surfaced in the content analysis of newspaper articles, there is no control over what the general editors decided to publish. For example, newspapers may "sensationalize" an issue (because sensationalism sells newspapers or for other reasons); hence, what may not really be an issue of concern is elevated to an "issue status." Furthermore, unlike the New York Times or the Washington Post, many local newspapers in the member states do not do indepth investigative reporting. Consequently, the newspaper stories only provide a superficial glance at an issue, and subsequent identification of educational problem areas which have an R & D solution becomes almost impossible. Therefore, content analysis of newspaper articles should not be conducted in FY 82.

Appendix A

Legislation Data

Introduction

Because of the different sources who provided input regarding legislative activities in the states, the data arrived in a variety of formats. Consequently, the reporting techniques (e.g., arrays, listings, narrative presentations) provided in this appendix reflect the input variations. Since the data was to serve as input, no attempt was made to standardize it and present it in a common format.

State 1

A total of 31 bills related to education became 1981 laws in State 1.

Twenty-one originated in the House and 10 were introduced in the Senate.

Nine Categories of bills:

1. Personnel (2): Related to income tax reporting by supervisors and hearings before the tenure commission.

2. Students (3): Free tuition to children of slain police officers, extension of certain veterans benefits to students whose education is interrupted by illness, and hazing.

3. Exceptional Education (1): 20% of teacher units designated for gifted.

4. Taxation (4): Exemptions (homestead, certain drugs, gasoline used by school board) collection.

5. Higher Education (8): Most were appropriation bills for specific colleges. 2 dealt with power of higher education governing board.

6. Prayer (1): This bill allowed a period of silent meditation or voluntary prayer in public schools.

7. Local Districts (10): Bills dealing with the specifics of letting and accepting bids, replacement of Superintendents and transfer of funds.

8. Child Care Facilities (1): Certain religious preschools no longer must be licensed by the state.

9. Vocational Education (1): Cosmetology board function extended.

State 2

There were 57 Bills passed in State 2.

Administration

HB	1070	Records Management
SB	189	Attendance Reports
SB	275	Educational Management Training
SB	393	Access to Public Meetings by Handicapped
SB	406	Duplicating Costs for Public Records
CSSB	489	Self Insurance Programs
CSSB	606	Collective Bargaining Exemptions
HB	30-B	Automated Data Reporting

Administrative Procedures

CSHB	216	Adoption of Rules
SB	19	Revocation or Suspension of Licenses
SB	224	Resolution of Contract Award Disputes

Adult Education

CSHB	701	**Adult Education Act**

Capital Outlay

CSHB	228	Fire Marshal Inspection
HB	31-B	Educational Facilities Act of 1981

Community Colleges

HB	151	Community College Sick Leave
HB	662	Community College Law Enforcement
SB	51	Hazing of Students
HB	30-B	Programsfor High School Students

Compensatory Education

HB	30-B	Compensatory Education Appropriation

Curriculum

HB	341	Ozona Elementary School
HB	662	Follow-Up Studies
CSHB	701	**Adult Education Act**
HB	1070	History

Curriculum, Continued

SB	78	Instructional Materials Councils
SB	79	Educational Television Advisory Council
SB	101	Environmental Education
HB	30-B	Alternative Education Programs

Department of Education

HB	341	Senior Management Service
SB	81	Advisory Council for the Blind
SB	130	Industry Services Advisory Council
SB	937	State Owned Property

Exceptional Student Education

HB	1076	Challenge Grant Program for Gifted
CSSB	80	State Council on Speech Pathology and Audiology
CSSB	798	Educational Centers for Gifted
CSSB	798	Multi-Agency Services for Emotionally Disturbed Students

Finance

HB	20	Small Isolated High Schools
HB	63	Investment and Transfer of Funds
CSHB	277	Travel and Per Diem Expenses
CSHB	456	Nonresident Tuition Fees
CSHB	772	Interest on County Educational Facility Bonds
HB	780	Educational Programs in HRS Facilities
HB	1086	Interest Rates
HB	1145	Security for Public Deposits
SB	189	Payment of Vouchers
SB	189	Loans from Working Capital Fund
SB	189	Group Insurance for Retirees and Dependents
CSSB	489	Self Insurance Programs
SB	528	FEFP Cost Factor Study
CSSB	690	Educational Programs in HRS Facilities
CSSB	798	Transportation Funding
SB	895	Waiver of Sovereign
HB	30-B	1981-82 Appropriations Act
HB	30-B	FEFP--Base Student Allocation
HB	30-B	FEFP--Cost Factors
HB	30-B	FEFP--Program Caps
HB	30-B	FEFP--District Cost Differential
HB	30-B	FEFP--Required Local Effort
HB	30-B	FEFP--Additional Hold-Harmless

School for the Deaf and the Blind

SB 381 Donations to the School

Food Service

HB 204 School Carnivals
HB 30-B Appropriation

Health Services

HB 197 School Health Screening
HB 197 Medical Examination
HB 204 School Carnivals
CSHB 559 Immunization of School Students

Instructional Materials

HB 64 Disposal of Instructional Materials
HB 30-B Appropriation

Investments

HB 63 Investment and Transfers of Funds

Leave

HB 1076 Sabbatical Leave for Instructional Staff

Legislative Session

HB 190 Dates for 1982 Legislative Session

Personnel

HB 144 Involuntary Retirement
CSHB 277 Travel and Per Diem Expenses
HB 1075 Education Practices Commission
HB 1076 Sabbatical Leave for Instructional Staff
CSSB 82 Licensing of Psychologists
SB 189 Group Insurance for Retirees and Dependents
SB 275 Education Management Training
SB 291 Unemployment Compensation
SB 338 Teacher Certification Requirements
CSSB 510 Group Insurance Coverage for Spouses

Postsecondary Education

CSHB 701 Postsecondary Education Planning Commission

Postsecondary Education, continued

SB	98	State Board of Independent Colleges and Universities
SB	102	State Board of Independent Postsecondary Vocational, Technical, Trade and Business Schools

Primary Education

HB	214	PREP Reporting
HB	30-B	PREP Appropriation

Resolutions

HR	907	Edward A. Kennedy, Jr.
HR	1182	Washington High School
HR	1194	Military Recruiters
HR	1204	Coach Milton Johnson
HR	1207	Teacher of the Year
SR	1097	Ft. High School Band
SR	1122	Teacher of the Year

Retirement

CSHB	707	Retirement for School Board Members and Superintendents
CSCSSB	689	Retirement Contributions
CSCSSB	689	Cost-of-Living Increase
CSCSSB	689	Employment After Retirement

State Employees

HB	536	Senior Management Service
SB	869	State Employees and Retiree Direct Deposit Act

State University System

HB	662	Authority of Presidents
HB	662	Salary Discrimination
HB	662	Council on Equity in Athletics
HB	662	Matching Funds for New College Foundation
HB	1124	Student Records
HB	1124	Authority of Presidents
SB	2	Thomas G. Carpenter Library
SB	51	Hazing of Students
SB	51	University Funds
CSSB 568 &	277	Board of Regents
SB	634	Bragg Stadium Renovation
SB	643	Confidentiality of University Research
SB	649	Rae O. Weimer Building
SB	824	Children of Iranian Rescue Mission

Students

HB	341	Admission to Kindergarten and First Grade
CSHB	456	Nonresident Tuition Fee
CSHB	559	Immunization of School Students
HB	637	Child Labor Laws
HB	662	Waiver of Postsecondary Fees
CSCSHB	1095	Educational Needs Assessment for Delinquent Children
HB	1124	Student Records
SB	137	Student Financial Aid Advisory Committee
SB	357	Student Financial Aid Trust Fund
SB	590	Expulsion for Drugs and Weapons

Taxation

HB	1170	Residency for Homestead Exemption Purposes
HB	30-B	Discretionary Millage

Teachers

HB	133	Retired Teachers' Day

Transportation

CSSB	798	Transportation Formula
CSSB	798	Hazardous Conditions
CSSB	798	School Bus Replacement Act
CSSB	798	Use of Buses by Non-Profit Organizations
HB	30-B	Transportation Appropriation

Vocational Education

HB	662	Vocational Education Terminology
HB	662	Common Course Numbering System

Volunteer Program

HB	1076	School Volunteer Program
HB	30-B	Volunteer Appropriation

Writing Skills

HB	30-B	Writing Skills Enhancement Program

State 3

114 bills related to education had surfaced in the State 3 legislature as of April 24, 1981. 46 were still in the House, 12 remained in the Senate, 28 had reached the second house for consideration, 1 had been vetoed and 27 had become law.

Fourteen Categories of Legislative Bills:

Taxation (total bills-7/bills passed-1): All bills dealing with new taxation/exemption.

Employees (46/13): Most bills dealt with retirement benefits, the retirement system itself and prior service credit.

Discipline (5/1): Alcohol on school grounds and the schools responsibility in court cases involving juveniles.

Curriculum/Standards: Various proposed additions to the curriculum including scientific creationism.

State Department, State/local Boards of Education and State/local Superintendents (8/0): Qualifications/replacement of superintendent dual employment of BOE members, contacts with BOE, and limitations of authority.

Students/Parents (8/2): Rights concerning student records and due process.

Teacher certification (2/0): Lifetime certification

Higher Education (1/0): Board of Regents

Teacher Unions (2/0): Collective Bargaining.

Health (1/1): Immunization

Special ed (3/0): Procedures, funding

Construction/Property (8/1): property transfers, and state contribution to construction costs.

Vocational education: (1/1): Training programs

Misc (10/3): School lunch program, display of flag, telecommunications commission, school year change, state cars, and mileage allotment.

State 3 Legislative Action
Frequency Counts

Category	House	Senate	Both	Veto	Law	Total
Taxation	4	0	1	1	1	7
Employees	14	7	12	0	13	46
Discipline	3	0	1	0	1	5
Curriculu/Standard	5	0	3	0	0	8
DOE/BOE/Supt.	5	2	2	0	3	12
Students/Parents	5	0	1	0	2	8
Certification	0	1	0	0	1	2
Higher Ed.	0	0	1	0	0	1
Teachers Unions	2	0	0	0	0	2
Health	0	0	0	0	1	1
Spec. Ed.	2	0	1	0	0	3
Construction/ Property	3	1	3	0	1	8
Voc. Ed.	0	0	0	0	1	1
Misc.	3	1	3	0	3	10
Total	46	12	28	1	27	114

State 4

There were 161 Bills initiated in 1981 that related to education. Only 10 became law.

Categories of Legislative Bills

Taxation: Bills dealing with the education appropriations, tax structure or exemptions.

Board of Education/Superintendent: All bills dealing with the powers/limitation of state or local board of education/superintendent.

Curriculum/Standards: Both local and state. Though none were listed as "passed" the appropriations bill (HB167) contained language refering to "programs." (HB167 was not listed as "passed" as of 7/15/81).

Teacher/State Employees: Collective bargaining, pay raises, employment practices. Some bills included both categories of employees. Bill dealing with only state employees were not included in the survey.

Students/Parents: Rights/exclusions which directly effected students and/or their parents.

Private schools: One bill dealt with bus service to private school children - introduced in answer to a recent court case.

Vocational education: One bill dealt with work permits for 15-16 year olds.

Other Fund Sources: Dog track profits, tuition payment schedule and tempory tax on beer.

Federal Funds: Set up the mechanism for application for Block Grants.

Busing: Two bills were introduced to limit the use of busing for the purpose of desegregation.

Legislative Bills
Frequency Counts

	House*	Senate*	Both**	Law***	Total
Taxation	36	36	9	6	87
Bd. of Ed/Supt	1	9	4	2	16
Curriculum/Stand	9	4	2	0	15
Teachers/State Emp.	12	6	3	0	21
Students/Parents	7	4	2	0	13
Private Schools	1	0	0	0	1
Voc. Ed.	0	1	0	0	1
Other Fund. Sources	2	0	0	1	3
Fed. Funds	0	0	1	1	2
Busing	0	2	0	0	2
Total	68	62	21	10	161

*These include all bills that were introduced into either house, but had no action by the other house. The various steps or levels include (1) introduced; (2) committee assigned; (3) committee report; and (4) passed third consideration.

**This category covers the bills that completed all four steps in one house and were, at least, introduced in the second house. 5 of these bills were expected to pass and become law. They are listed in the following attachment.

***These bills had been signed by the governor or became law without his signature as of 7/15/81.

State 5

209 Bills related to education were introduced in the 1981 legislature. 104 died in the House; another 92 failed to get out of the Senate. Both houses concurred on 32 bills, the governor vetoed one and nine were passed into laws as of 8/21/81.

10 Categories (total/# passed into law)

1. Construction and transportation (16/0): Increase construction reimbursement, bus drivers, fuel tax for schools, and limiting number of private school students transported.

2. Curriculum (21/0): Courses in black history, drug/alcohol abuse, patriotism, ancient history, drivers education, ethnic heritage (you name it - they tried to enact it) and requirements for prayer/meditation standards for graduation and "truth in testing."

3. Governance (50/2): Membership of State Board of Education, student cases; Provides for less than 180 days when strike occurs; authority of local BOE; residency requirement for employment; district split/merger by referendum, limiting BOE member employment, chauffeur (1); and release of students for religious instructions.

4. Personnel Affairs (1) (45/2): Notice before strike of bus drivers; teachers mediation/penalities establishers Public Employee Retirement Study Commission; and cost-of-living increases.

5. School Finance (38/1): Tax credits/exemptions; biddings; temporary aid to districts; and budget reviews.

6. Tax Reform (22/1): Payment of taxes; exemptions; and assessment.

7. Special Education (6/1): Provides tuition for special education student to attend private school and provide legislative oversight of regulations/standards.

8. State Budget (1/1): See "Bills that became law"

9. School Recodification (1/0): Update of school code (not expected to get consideration until September.

10. Misc (9/1): Church schools exempt from curriculum requirements; establishes Independent Review Commission; access to juvenile records; Sunset law; child abuse; est Commonwealth University system; and energy conservation construction standards.

Legislative Action
Frequency Counts

Category	House	Senate	Both	Veto	Law	Total
Construction	8	8	0	0	0	16
Curriculum	11	10	0	0	0	21
Governance	20	28	0	0	2	50
Personnel Affairs	26	16	1	0	2	45
School Finance	24	12	0	1	1	38
Tax Reform	11	9	1	0	1	22
Special Education	2	2	1	0	1	6
State Budget	0	0	0	0	1	1
School Recodification	1	0	0	0	0	1
Mics	1	7	0	0	1	9
	104	92	3	1	9	209

Total Bills introduced/passed into law

Buses - (16/2)

Drivers' age
usage by handicapped, elderly
safety monitors
boat-buses

Curriculum - (4/0)

Firearms education (!)
personal crearive awareness (?)
parent education (teenage)

Teacher education - (4/2)

certification requirements

School boards (local) - (55/26)

Enabling legislation for school board authority to continue
purchasing power
liability
reports to state
mileage
RIFs
insurance

Competency - (4/1)

standards
basic skills

Vocational education - (2/1)

funding

Drugs - (1/0)

distribution on or near school campuses

Pupil/teacher ratios - (3/0)

requirements
teaching loads

Textbooks - (2/1)

free
adoption

Gifted/talented - (1/0)

establish curriculum

Private schools - (1/0)

Tuition vouchers

Students - (3/0)

hazing
lunches
immunizations

Administrators - (1/0)

certification

School Year - (1/0)

number of days

State boards/agencies - (8/2)

terms of members
spending
board for blind/deaf - membership
reports
regulations
review

Funding/taxation - (15/1)

Educational Finance Program
growth
spending
bonds/levies
general appropriations
inflation
review

Personnel - (22/3)

United Way donations
RIFs
retirement
incentive pay
tax shelters
substitutes
compensation
grievances
lunch duty for teachers
ROTC - shared payment of military science instructors
planning period for teachers
nepotism

Legislative Action

Frequency Counts

	House [1]	Senate [1]	Both [2]	Law [3]	Total [4]
Buses	9	3	2	2	16
Curriculum	3	0	1	0	4
Teacher Education	0	2	0	2	4
School Boards (local)	13	5	11	26	55
Competency	0	2	1	1	4
Vocational Ed.	0	1	0	1	2
Drugs	1	0	0	0	1
Pupil-Teacher Ratio	0	2	1	0	3
Textbooks	0	0	1	1	2
Gifted/Talented	0	0	1	0	1
Private Schools	1	0	0	0	1
Students	2	0	1	0	3
Administrators	1	0	0	0	1
School Year	1	0	0	0	1
School Boards/State Agencies	2	2	2	2	8
Funding/Taxation	4	5	5	1	15
Personnel	13	2	4	3	22
Totals	50	24	30	39	143

1. Any bill that was introduced into only one house, but not the other.
2. Any bill that was at least introduced into both houses.
3. Bills that became law, either by signature of the governor, or without.
4. All the bills listed in column 1, 2, and 3.

State 7

There were 44 Bills that became law in 1981.

CATEGORY:	NUMBER OF BILLS PASSED:
Students -	6
vandalism	
military recruiters' access to records	
in-school suspension	
parent liability	
code of behavior	
attendance requirements	
placement in probationary schools	
drugs reported to police by principals	
Safety -	4
speed limits near schools	
bus use for 15 years before replacement	
special transportation levy	
school security act	
Handicapped -	3
deaf language interpreters	
socially maladjusted not special education students	
functionally retarded not special education students	
pregnant students not special education students (!)	
Textbooks/materials -	4
disposal of surplus	
ETV networks	
contracts with publishers	
allocations	
State Board of Education/Superintendent -	3
rules accessible in all libraries	
grants to educational cooperatives	
creation of new school districts	
Personnel -	16
election officials	
disability leave	
pension plan report	
LEA president gets board minutes	
non-renewal	
sick leave transfer to other district	
sick leave bank	
incentive pay for not taking sick leave	
salaries	
sabaticals	
retirement	

Competency - testing program adopted/diploma requirements teacher exam	2
Vocational Education - merger of two schools funding allocations program delays	3
Finance - County Financial Management System Act purchasing appropriations bill	3
Total Education Bills Passed in Law	44

State 8

There were 103 Bills introduced that related to education.

Bills Passed

Budget
- Annual Budget for School Purposes H.B. 1692

Career Education
- Definition H.J.R. 224
- Vocational - Technical H.J.R. 225

Community Education H.J.R. 320

Compulsory School Attendance
- Free Public School Attendance H.B. 1093
- Delineating Persons to Whom Public School Shall Be Free H.B. 1254

Drug Paraphernalia
- Penalties H.B. 1569

English - Official Language H.B. 1770.

Encumbrances on the Use of Land for Public School Purposes H.B.1795

Ethics Education H.J.R. 303

Family Life Education H.J.R. 284

Freedom of Information
- School Records S.B. 637.
- Student Records H.B. 1594
- Executive or Closed Meetings H.B. 899

Gifted and Talented Students H.J.R. 288

Handicapped
- Minimum Competency Testing S.J.R. 150
- Screening of Hearing Handicapped Children H.B. 857
- Testing - Sight and Hearing of Public School Pupils H.B. 829

Health, Physical Education Dual Endorsement S.J.R. 143

Immunizations of School Children H.B. 1585

Impact Aid H.J.R. 232

Proprietary Schools
- Placement Agreement H.B. 1304

Public Education
Bilingual Education - Opposition of General Assembly H.J.R. 236
Expressing Sense of the General Assembly H.J.R. 289

Public School Programs
Outside Regular School Hours S.B. 602

Religious Freedom S.R. 31

Requiring Reporting of Certain Acts to School Authorities H.B. 1794

School Boards
Judicial Review H.B. 1326
Salaries H.B. 1193
Tie Breakers H.B. 1323.
Tie Breakers H.B. 1718

School Buses - Prohibit Passing Certain Stopped Buses H.B. 1100

Standards of Quality - Diplomas S.B. 751

Teacher
Certification H.J.R. 254.
Grievance Procedure H.B. 1790
Unencumbered Planning Time H.J.R. 250

Teacher Centers S.J.R. 134

Teacher Education Advisory Committee H.B. 493

Textbooks
Free H.R. 43.
Prohibits Substitution H.B. 1795

Comprehensive Youth Employment Program H.J.R. 228

Bills Introduced: (Including those that were passed into law.)

Senate: 22
Senate Joint Rules: 7

House: 49
House Joint Rules: 25

Total = 103

State 9

There were 28 Bills introduced that related to education.

Category	House	Senate	Total
Personnel	6	8	14
Textbooks	0	1	1
Higher Education	1	4	5
Handicapped	0	1	1
Administrators	1	0	1
Food Program	0	1	1
School year	0	1	1
Multicultured education	1	0	1
Licensing	0	1	1
Taxation	1	1	2
	10	18	28

Personnel: Bonus for unused sick leave; hearing rights; substitutes; extra curricular assignment; planning periods; seniority rights; teacher-pupil ratio (1:25 gr 4-6 unless extraordinary circumstances exists).

Textbooks: Adoption

Higher Education: Retention of tenure during leave of absence; advisory council; Board of Regents powers/duties; diploma privileges; retirement.

Handicapped: Admission to deaf/blind school.

Administrators: Assistant principals employment/assignments.

Food Program: Breakfast

School Year: Term can begin no earlier than September 1; must be at least 176 instructional days.

Multicultural Education: For teachers/students (e.g. "Pluralistic nature of American Society").

Licensing: School psychologists.

Taxation: Homestead exemption, liquor tax increase.

Appendix B

News Articles Data

State 1

News Articles

The three top scoring categories (which comprised 29.2% of the stories) all dealt with school finance. (278)

School Finance

Stories dealing with increases/cuts in state taxation impact on local programs; opinions regarding where spending/cuts should occur. (104)

School Funding

Stories dealing with state tax (sales, property, excise) structure, governor's/legislators' plans, state education budget, the budget approved process (hearings, reports to legislature/governor, etc.), tuition tax credit and annexation. (96)

School Finance

Stories on local tax issues (levy votes, bond issues), state funding formula applied to local districts, taxpayers' revolts, and alternate means of funding ("Adopt a School"; finance sharing). (78)

In the second cluster three categories (21.0%) were also covered. (200)

Political Action

Stories about school board elections, community concerns (when presented in a concerted effort to change the structure) and lobbying efforts. (70)

Desegregation

This may have been a highly rated category as a result of the large number of stories concerning the embattled school system. (66)

Busing/School Closings (as a result of redistricting)

Many of the articles dealt with the U. S. Congressional look at a proposed Constitutional Amendment to ban busing for the purpose of desegregation. (64)

The third category of the newspaper articles review in the state dealt with five categories (24.4%). (232)

Teacher Unions

Labor disputes, strikes, lawsuits involving teachers, testing of teachers, compensation and teacher rights. The Mairemont strike was the topic of many of these articles. (61)

Probes/Studies

Fraud, comparison of systems with other city/state/national ones, and exposés. (46)

Personnel Policies

Teacher lay-offs, dismissals, and other related impacts of federal/state fund cuts. Also stories on projected job vacancies and routine reporting of hiring/firing/retirements. (46)

Federal Tax Cut Impact on Local Systems

These stories basically dealt with the topics of school lunches, desegregation and Block Grants. (41)

Literacy

Testing, competency, national scores on tests, and the SAT/PSAT. (38)

Twenty-one categories made up the bottom 25.3% of the articles on education. (241)

Private Schools

Busing service, funding, and private vs. Public schools comparisons. (33)

Discipline

Programs to correct discipline problems, violence, dropouts and absenteeism. (22)

School Hazards

Health and accidents (usually related to specific schools). (21)

Administrator Recognition

Dealing with specific individuals. (17)

Vocational Education

Also Career Education and Community Education. (14)

Teaching/Learning

New methods, inservice education. (13)

Drugs (12)

Affirmative Action

In Athletics, hiring practices and social issues. (12)

Curriculum

Changes/textbooks. (11)

U. S. Department of Education (11)

Handicapped/Disadvantaged Students

Articles about PL 94-142 and Head Start. (11)

Court Cases

Parent lawsuits, student rights. (10)

Bilingual/Refugee/Migrant Education (10)

Student Recognition

Dealing with specific individuals. (9)

Church/State

Prayer/Pledge of Allegiance/Ten Commandments in schools. (9)

Higher Education

Desegregation, funding, basic education. (8)

Enrollment

Trends in the nation/state/local. (6)

Vandalism

General and specifics. (4)

Teacher Recognition

Specific individuals. (3)

Censorship

Teachers/textbooks. (3)

Increased Graduation Requirements (2)

State 2

News Articles

Four categories were established:

I. Higher Education and Teacher Union Activities - Comprised 22% (258) of the news articles examined. Concerns in higher education were primarily in the areas of tuition hikes and student loans. Strikes by students and faculty occurred to protest tuition hikes, as well as working conditions. All stories on higher education strikes were grouped into "higher education" rather than "strikes" because this difference in motivation and the fact the most university faculty were not members of the SEA.

Teacher Union stories dealt with strikes, teachers' rights, and court battles. Teacher union lobbying efforts were grouped under political action (#7 category 3).

II. Item 3 - 6 made up 29% (344) of the articles. Special education was ranked #3 overall because of the controversy that surrounded the State Superintendent's efforts to revise the special education standards in the event that all federal funds to education were lumped together in the Block Grants. Many articles dealt with the impact of lower state funding at the local level. Several cities in the state applied for loans in order to complete the 80-81 school year or to reopen school in September 81.

III. Items 7 - 12 25% (302) of the articles. Teacher education rated higher (53 articles) because of the efforts by the state to encourage a 5th year of training for certification of teachers.

School P.R. (38 articles) was highlighted as a result of the media reporting of every speech given by the state superintendent to promote interest in education.

IV. Items 13 -32 24% (286 articles).

1/5/81-10/8/81

Newspapers = 33 N = 1190

1.	Higher Education Rising costs, desegregation, union and strikes	140
2.	Teacher Unions Strikes, teachers' rights	118
3.	Special Education Revising handicapped standards, funding cuts, Bilingual ed., Title I, Gifted ed.	117
4.	Impact of lower state funds On local systems	92
5.	Taxation and the state budget	68
6.	Audits Each district was recognized publically as to status of their state audit.	67
7.	Political action Reports of various groups on their efforts to effect some change in local/state/federal government	65
8.	Desegregation Court ordered school merger	59
9.	Teacher Education Pre- and in-service education and changes in certification requirements	53
10.	Impact of lower Federal funds on local school districts School lunches, CETA	46
11.	Vocational Education Career education, continuing education	41
12.	School P.R. Opinions on the status of education in general/ districts specifically	38
13.	The Federal Budget Tuition tax credits, block grants	36
14.	Court Cases (all except desegregation and teachers' rights)	28
15.	Enrollment School closings due to decreased enrollment trends	27
16.	Testing/Competency ETS/NAEP studies	26

17.	U. S. Education Department	21
18.	Teacher Recognition individuals	20
19.	Affirmative Action Title IX Biased practices	18
20.	Spending local/state	18
21.	Busing Federal Const. Amend.	13
22.	Standards New Ed. Codes	13
23.	Student Recognition individuals	11
24.	Fraud Stories on misuse of funds/equipment	11
25.	Administrator Recognition individuals	10
26.	Curriculum Programs/textbboks computers in classroom	9
27.	Absenteeeism, dropouts, violence discipline and drugs	9
28.	Private Schools (other than the tuition voucher issue)	7
29.	Hazards/accidents (isolated cases) manditory immunization	5
30.	Home schooling parents teaching their children at home	2
31.	Separation of Church/State	1
32.	Personnel Polices (Most stories dealing with personnel also concentrated on lower funding or teacher unions).	1